



WESTFIELD-WASHINGTON TOWNSHIP  
ADVISORY PLAN COMMISSION

September 6, 2016  
1609-PUD-16  
Exhibit 1

**Docket Number:** 1609-PUD-16 (Ordinance No. 16-27)

**Petitioner:** Pulte Homes of Indiana, LLC by Ice Miller, LLP

**Request:** A change of zoning of 731 acres +/- from the AG-SF1: Agriculture / Single-Family Rural District to the Wood Wind Planned Unit Development (PUD) District to allow for a mixed-use development to include a golf course, single-family residential, multi-family residential and commercial uses.

**Current Zoning:** AG-SF1: Agriculture / Single-Family Rural District

**Current Land Use:** Undeveloped / Residential / Agriculture / Golf Course

**Acreage:** 731 acres +/-

**Exhibits:**

1. Staff Report
2. Location Map
3. Petitioner's Project Overview
4. Concept Plan
5. Comprehensive Plan Excerpts
6. Proposed Ord. 16-27 (Wood Wind PUD)
7. Petitioner's Neighbor Meeting Summary
8. Public Comments

**Staff Reviewer:** Jesse M. Pohlman, Senior Planner

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### **PETITION HISTORY**

This petition was introduced at the August 8, 2016, City Council meeting. The petition will receive a public hearing at the September 6, 2016, Advisory Plan Commission (the "Plan Commission") meeting.

The petitioner hosted two informational meetings on August 11, 2016, and August 23, 2016, at the Wood Wind Golf Course Pavilion for neighbors and other interested parties. A summary of those meetings is included at **Exhibit 7** (in accordance with Article 10.9(C)(1)(f)).

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### **PROJECT OVERVIEW**

**Location:** This subject properties (collectively, the "property") encompass approximately seven hundred and thirty-one (731) acres and includes real estate extending from 146<sup>th</sup> Street north to 166<sup>th</sup> Street, and from Shelborne Road to east of Towne Road (see **Exhibit 2**). The property is currently zoned the AG-SF1: Agriculture / Single-Family Rural District and currently includes the existing Wood Wind Golf Club, as well as property currently and primarily being used for

agricultural purposes. The surrounding properties include a number of recently developed and/or proposed developments (e.g., Liberty Ridge, Central Christian Church, Bent Creek, Harmony), as well as large lot residential and agricultural properties (see [Figure 1](#)).



Figure 1: Contextual Exhibit

**Property Description:** The petitioner is requesting a change of zoning to a Planned Unit Development (PUD) District to be known as “Wood Wind”, that would allow for a mixed-use golf course development. The proposed ordinance establishes eight (8) areas for the development of the property, as generally illustrated on the Concept Plan at [Exhibit 3](#) (areas are further identified in [Figure 2](#)):

**Single-Family Residential and Golf Course Areas (Areas 1 through 5):** These areas make up the majority of the proposed development and allows for detached single-family residential uses, golf course uses (the existing Wood Wind golf course, including the relocation of four (4) golf holes) and development amenity areas.

The proposed ordinance defaults to the SF4: Single-Family High Density District as the underlying zoning district for these areas.

**Multi-Family Area:** This area, which includes 30 acres on the Concept Plan, is located at the southwest corner of 151<sup>st</sup> Street and Towne Road and allows for a variety of attached and multi-family dwellings, a childcare center, and office uses.

The proposed ordinance defaults to the MF2: Multi-Family Medium Density District as the underlying zoning district for this area.

**Commercial Area:** This area, which includes 20 acres on the Concept Plan, is located on the northwest corner 146<sup>th</sup> Street and Towne Road and allows for GB: General Business District uses as well as one (1) gasoline service station, assisted living facilities and nursing homes.

The proposed ordinance defaults to the GB: General Business District as the underlying zoning district for this area.

**Flexible Use Area:** This area is located between the Multi-Family Area and Commercial Area and consists of 10 acres, which is intended to allow for its development in accordance with either the Multi-Family Area or Commercial Area standards.

**Bulk and Density Standards:** The proposed ordinance does not establish a maximum number of single-family dwellings; however, the Concept Plan depicts approximately 1,007 single-family lots.

Areas 1 through 5 consists of 671 acres +/-, which results in a density of 1.5 du/acre +/- for the single-family areas. The single-family areas include lot standards that range from 60' wide (7,500 sq. ft.) to 75' wide (9,750 sq. ft.).

The proposed ordinance establishes a maximum of 425 multi-family units and 15 du/acre for the Multi-Family Area. The Commercial Area includes a restriction that no single tenant may exceed 90,000 square feet.

**Development Standards:** As proposed, the PUD Ordinance establishes alternative development standards from the Underlying Zoning Districts. The development standards of note are briefly highlighted below:

**Golf Course and Development Amenities:** The proposed ordinance incorporates various modifications to accommodate the petitioner's vision for new improvements to complement the existing golf course structures and design theme of the development (e.g., architecture, accessory buildings, landscaping, signs).

**Architectural Standards:**

**Single-Family Residential:** The UDO's architectural standards for single-family homes includes rear and side façade requirements when facing a perimeter street, and it

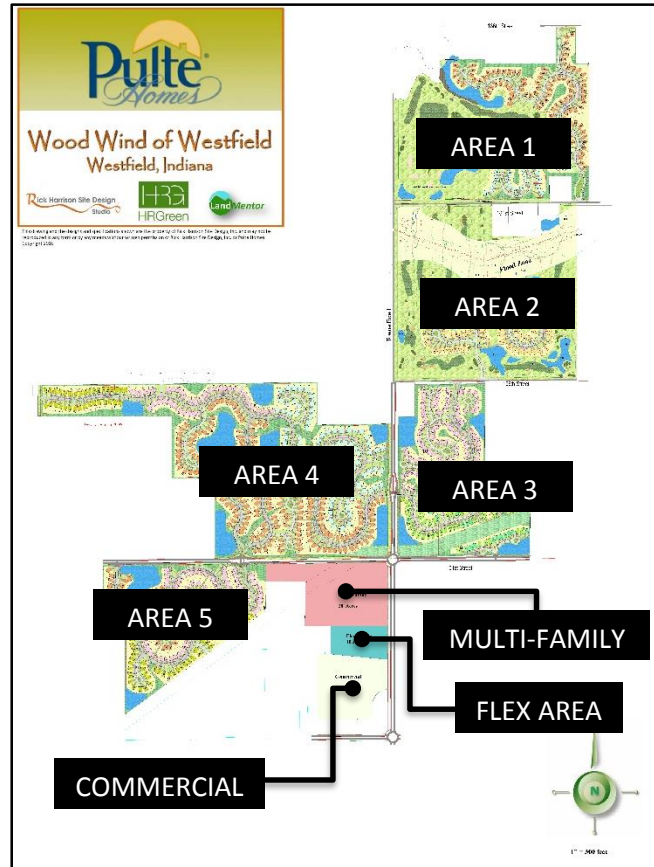


Figure 2: PUD District Areas

includes streetscape diversity requirements. The proposed ordinance lessens both of these standards. The proposed ordinance incorporates character images of front elevations “intended to capture the intended quality”. The proposed ordinance does not include any specificity for other architectural standards for single-family homes.

**Multi-Family Area:** The proposed ordinance generally defaults to the UDO’s multi-family architectural standards and incorporates character images to which “buildings shall be constructed substantially in accordance with.”

**Commercial Area:** The proposed ordinance defaults to the UDO’s commercial architectural standards and includes additional restrictions regarding placement of a drive-thru or fueling station pumps along 146<sup>th</sup> Street or Towne Road (similar to the requirements of the SR32 Overlay District) and additional wall plane restrictions for building facades oriented towards 146<sup>th</sup> Street or Towne Road.

**Landscaping Standards:** The proposed ordinance modifies the otherwise applicable standards as follows:

**Buffer Yard Standards:** The proposed ordinance replaces the otherwise applicable Buffer Yard Requirements. In general, the below chart provides a comparison of the UDO’s standards<sup>1</sup> to the proposed standards. The proposed ordinance provides an exhibit (Exhibit C-8) identifying the proposed buffer yard locations. The Department is coordinating with the petitioner to improve the legibility of this exhibit.

	UDO		PUD			
	Buffer A	Buffer B	Buffer A	Buffer B	Buffer C	Buffer D
Minimum Width (ft)*	30	40	20	30	20	30
Shade Trees	3	4	4	4	4	0
Ornamental Trees	-	-	2	2	2	2
Evergreen Trees	3	4	-	1	2	5
Shrubs	10	10	-	-	-	-
Mound / Fence	-	4’ tall for 60% of shared lot line	-	-	-	-
Native Wildflower, Prairie & No-mow Grasses (% of Buffer Yard area)	-	-	30%	15%	10%	10%

\*The proposed ordinance permits up to 20% of a buffer yard to be reduced by up to 40% or 12 feet, whichever is greater.

\*\*The proposed ordinance requires that a percentage of plantings within each buffer yard be larger at planting than the UDO would otherwise require with the intent that staggering planting sizes would give the appearance of a more natural (versus “engineered”) buffer.

<sup>1</sup> Article 6.8(N)(4) Landscaping Standards; Buffer Yard Requirements; Buffer Yard Types.



**External Street Frontage Landscaping Requirements:** The proposed ordinance replaces and generally reduces the External Street Frontage Landscaping Requirements that would otherwise apply along the perimeter streets of the development. In general, the below chart provides a comparison of the UDO's standards<sup>2</sup> to the proposed standards:

	Single-Family		Multi-Family		Commercial	
	UDO	PUD	UDO	PUD	UDO	PUD
Minimum Width (ft)	30	20	30	20	10	20
Shade Trees	3	4	3	4	3	4
Evergreen Trees	4	2	4	-		-
Ornamental Trees	3	2	3	2	2	2
Shrubs	25	-	25	-	25	-
Mound / Fence	3' tall	prohibited	3' tall	-	-	-
Native Wildflower, Prairie & No-mow Grasses (% of Buffer Yard area)	-	30%	-	30%	-	30%

\*The proposed ordinance provides that no external street frontage landscaping is required for Golf Course and Development Amenity parcels.

**Design Standards:** As proposed, the PUD Ordinance establishes alternative development standards from the Underlying Zoning Districts. The design standards of note are briefly highlighted below:

**Minimum Open Space:** The open space is proposed as shown on the Concept Plan. The Department is working with the petitioner to quantify this requirement. The proposed ordinance also incorporates specific amenity standards for the primary amenity center, and the corresponding timing to install them.

**Pedestrian Network Standards:** The proposed ordinance defaults to the pedestrian network as depicted on the Concept Plan. The Department is working with the petitioner to provide greater detail of the proposed network. As depicted on the Concept Plan, it appears sidewalks are not proposed on both sides of internal streets nor are paths depicted along all perimeter streets.

**Infrastructure Standards:** The petitioner is proposing modifications to the City's construction standards (e.g., street widths, cul-de-sac design, centerline radius, intersection geometry). The Department (in conjunction with the Public Works Department, Fire Marshal and School District) has been coordinating with the petitioner to provide greater specificity to refine the proposed modifications to the City's construction standards. The currently proposed modifications (Section 8 of the proposed ordinance) will be required to be removed from the proposed ordinance and addressed in a separate document to be considered by the Board of Public Works and Safety.

<sup>2</sup> Article 6.8(M) Landscaping Standards; External Street Frontage Landscaping.

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**PLANNED UNIT DEVELOPMENT (PUD) DISTRICT:**

In accordance with Article 10.9 of the UDO, a petition for a Planned Unit Development (PUD) District is required to include the following:

**Concept Plan Article 10.9(F)(2):** The Concept Plan is required to show in general terms the following: major circulation; generalized location and dimensions of buildings, structures, and Parking Areas; Open Space areas; recreation facilities; and other details to indicate the character of the proposed development. In addition, the Concept Plan is required to show in detailed terms the following:

- 1) A site location map showing the project location and other development projects in the vicinity.
- 2) The name of the development, with the words "Concept Plan".
- 3) Boundary lines and acreage of each land use component.
- 4) Existing easements, including location, width and purpose.
- 5) Existing land use on abutting properties.
- 6) Other conditions on the site and adjoining land: topography (at 10-foot contours) including any embankments or retaining walls; use and location of buildings, railroads, power lines, towers and other influences; name of any adjoining subdivision.
- 7) Existing Streets on and adjacent to the tract, including Street name, Right-of-way width, walks, pathways and bridges and other drainage structures.
- 8) Proposed public improvements: collector and arterial Streets and other major improvements planned by the public for future construction on or adjacent to the tract.
- 9) Existing utilities on the tract.
- 10) Any land on the tract within the floodplain as depicted on the Flood Insurance Rate Maps dated March 11, 1983, and as subsequently amended.
- 11) Other conditions on the tract, including water courses, wetlands, sinkholes, wooded areas, existing structures and other significant features such as significant isolated trees.
- 12) Existing vegetation to be preserved and the locations, nature, and purpose of proposed landscaping.
- 13) Map data such as north point, graphic scale and date of preparation.

**Comment:** The Department is coordinating with the petitioner on a scale to provide greater detail on the Concept Plan in accordance with the above. In addition, as part of the Technical Advisory Committee review of this petition, the petitioner has been provided preliminary comments regarding the Concept Plan specific to connectivity, emergency access and circulation.

**Written Character Statement (Article 10.9(F)(3):** A written statement of character of the PUD District shall provide an explanation of the character of the PUD District and the reasons why it has been planned to take advantage of the flexibility of these regulations. The written statement shall include:

- 1) (\*) A specific explanation of how the proposed PUD District meets the objectives of all adopted land use policies which affect the land in question.
- 2) (\*) Development phasing indicating:
  - a. Phases in which the project will be built, including the area, density, use, public facilities, and Open Space to be developed with each phase. Each phase shall be described and mapped.
  - b. Projected dates for beginning and completion of each phase.
  - c. General details of the proposed uses:
- 3) (\*) Residential Uses: gross area, architectural concepts (narrative, sketch, or representative photo), number of units for each residential component; ii. Nonresidential Uses: specific nonresidential uses, including gross areas, architectural concepts (narrative, sketch, or representative photo), and Building Heights.
- 4) (\*) Preliminary feasibility reports for the infrastructure and facilities, including:
  - a. Streets
  - b. Street lighting
  - c. Sidewalks and pathways
  - d. Sanitary sewers
  - e. Water supply system
  - f. Other utilities
  - g. Storm water management
  - h. Schools

**Comment:** The Department is coordinating with the petitioner to identify additionally required information, as noted above (\*).

**Development Amenities and Open Space (Article 10.9(F)(4):** The PUD District Ordinance must include a statement of recreational amenities and open space. Such statements shall designate and convey active and/or passive recreational areas in accordance with the following:

- 1) Recreational amenities and open space shall be allocated to the property in proportion to the uses assigned in the PUD District and shall be located within reasonable walking distance to those uses; however, the recreational amenities need not be located in proximity to the use in the case of preservation of existing features.
- 2) If the PUD District Ordinance provides for development in stages, then amenities and open space shall be provided in each stage of the PUD District in proportion to that stage, unless otherwise indicated and approved in the PUD District Ordinance.
- 3) Amenities shall be conveyed in one of the following forms:
  - a. To a municipal or public corporation;
  - b. To a not-for-profit corporation or entity established for the purpose of benefiting the owners and tenants of the PUD District. All conveyances hereunder shall be structured to insure that the grantee has the obligation and the right to effect maintenance and improvement of the amenities and that such duty of maintenance and improvement is enforced by the owners and tenants of the PUD District; or

- c. To owners other than those specified in subsections (i) and (ii) above, and subject to restrictive covenants describing and guaranteeing the amenities and its maintenance and improvement, running with the land for the benefit of residents of the PUD District or adjoining property owners or the community, or any combination of these.

**Traffic Impact Study (Article 10.9(F)(5):** A Traffic Impact Study may be required to be conducted at the discretion of the Director, the Department of Public Works Director, or the Plan Commission. If a Traffic Impact Study is required, then it shall be prepared by a registered professional engineer and shall evaluate the impact of present and future traffic generated by the proposed development on the adjacent roadway system. Prior to commencement, an Applicant shall meet with the Department to determine the appropriate scope for the study.

**Comment:** A traffic impact study is being required by the Department and the Department of Public Works. The Department of Public Works has provided the scope to the petitioner on August 9, 2016, and the Department understands the study is underway and will be submitted by the petitioner upon completion.

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## **COMPREHENSIVE PLAN**

The Future Land Use Plan in the Westfield-Washington Township Comprehensive Plan (the “Comprehensive Plan”) identifies the property as primarily **New Suburban (yellow area)**, with areas along the western end as **Existing Rural Southwest (gray area)** and areas at the northwest corner of 146<sup>th</sup> Street and Towne Road as **Local Commercial (pink area)** (see [Figure 3](#)). The Comprehensive Plan is not law; rather, it is intended to serve as a guide in making land use decisions.

For reference, applicable excerpts from the Comprehensive Plan are included at [Exhibit 5](#). Below is a general summary of the background of the Comprehensive Plan for each land use classification. The development policies and recommended zoning regulations of the Comprehensive Plan are included at [Exhibit 5](#).

**Existing Rural Southwest (gray area):** This area is designated as Existing Rural because it is largely

already developed, and its rural character is viewed as a long-term condition: it is not intended to convert to other types of uses. Specifically, this area provides not just a rural character that is

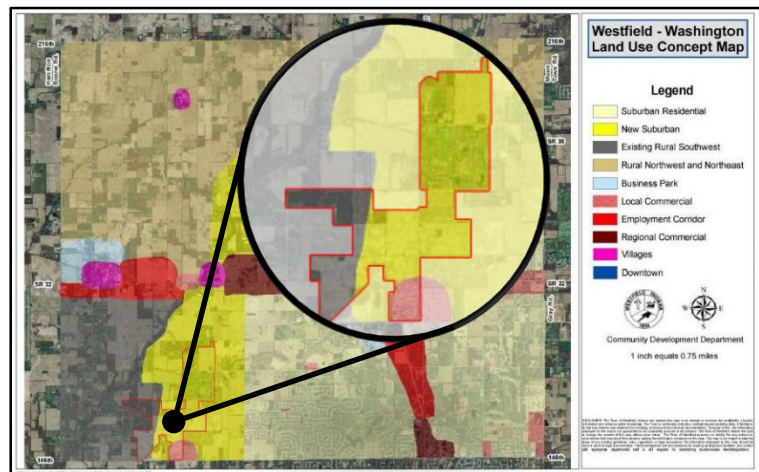


Figure 3: Future Land Use Plan



valued by the community; it provides an area where residents can live a rural lifestyle, and this plan embraces the importance of that rural lifestyle opportunity.<sup>3</sup>

The **Southwest Rural Residential** area includes single-family residences, equestrian uses, and artisan farms in agricultural and rural areas. It also includes the Little Eagle Creek watershed, wetlands, rolling topography, and upland woods. The open nature of the area is enjoyed by many, and because open space is a valued community amenity, every effort should be made to encourage uses that preserve this open character. The envisioned long-range gross density is low: no more than one unit per three acres gross density. This area may have rural subdivisions, developed with substantial open space by using Rural or Conservation Subdivisions as described elsewhere in this plan. Higher gross densities, up to one unit per acre, may be permitted only in Conservation Subdivisions<sup>4</sup>.

**New Suburban (yellow area):** This area will continue to have rural uses and a rural feel into the immediate future: natural open spaces, trees, fields, and streams. However, the long-range plan is to provide sanitary sewers in the entire township, which will have the effect of creating pressure for denser development in this area. It is expected that over time the large commodity farms in this area will be converted to residential development, and this area is identified to absorb future suburban density and type of development. While the development of this area for suburban uses is envisioned in the long term, it is also important to keep the overall policy of contiguity in mind: development is encouraged to occur in a way that it is contiguous with existing development, meaning that new growth should radiate out from existing suburban areas, and should not sprawl piecemeal throughout the new suburban areas.<sup>5</sup>

The **Southwest New Suburban** area includes a diverse mix of uses: a town park, a golf course, open farmland, residential development, and a central core of large-lot residential and rural properties, equestrian uses and artisan farms. It is adjacent to the Village of Eagletown, and two highways: SR32 and 146th Street. There also are institutional uses, including a school and a school transportation center.

While it is expected that over time, the few remaining large agricultural tracts in this area will be converted to residential development or other uses, this development should be context-sensitive. As development moves south from SR32, north from 146th Street, and west from Ditch Road, the density should decrease and open space should increase. Within the Southwest New Suburban area, there is land that is not suitable for dense development because of steep slopes or other natural features. These lands should be developed according to rural standards.

The key for this area will be land use transitions and buffers that accommodate suburban development in such a way that negative land use impacts on existing and stable rural uses are mitigated so as not to negatively affect the quality of life of long term rural residents.<sup>6</sup>

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<sup>3</sup> Comprehensive Plan, page 26.

<sup>4</sup> Comprehensive Plan, page 25.

<sup>5</sup> Comprehensive Plan, page 40.

<sup>6</sup> Comprehensive Plan, page 39.

**Local Commercial (pink area):** Local businesses are intended to provide goods and services used by nearby residents on a day-to-day basis, as opposed to attracting customers or clients from a large geographic area. Examples include but are not limited to banks, beauty salons, drug stores, convenience stores, automobile service stations, video stores, dry cleaners, restaurants, and supermarkets. Local examples include Westfield Commons, Westfield Marketplace, Carey Shoppes, Springmill Commons and Bridgewater Marketplace. Shopping centers typically have at least one anchor business.<sup>7</sup>

**Local commercial** development is characterized by architecture having a residential or suburban feel, attractive signs, extensive landscaping, and ample off-street parking. Most local business is located in commercial centers, typically having at least one anchor business and several smaller businesses, some of which are on outlots.<sup>8</sup>

**Overall Community Goals and Policies:** In addition to those goals and policies of the individual land use classifications, the Comprehensive Plan also includes goals and policies to be applied community-wide for buffers and transitions<sup>9</sup>, residential design standards<sup>10</sup>, and open space and recreation<sup>11</sup>, which are included in the Comprehensive Plan excerpt attached at **Exhibit 5**.

**Thoroughfare Plan:** The following corridors are impacted by the development of the Property: (i) Collector Roads: 151<sup>st</sup> Street and 166<sup>th</sup> Street; (ii) Secondary Arterial: Shelborne Road; (iii) Primary Arterial: Towne Road and 146<sup>th</sup> Street; (iv) Alternative Transportation Plan: perimeter pathways along perimeter streets and sidewalks along internal streets.

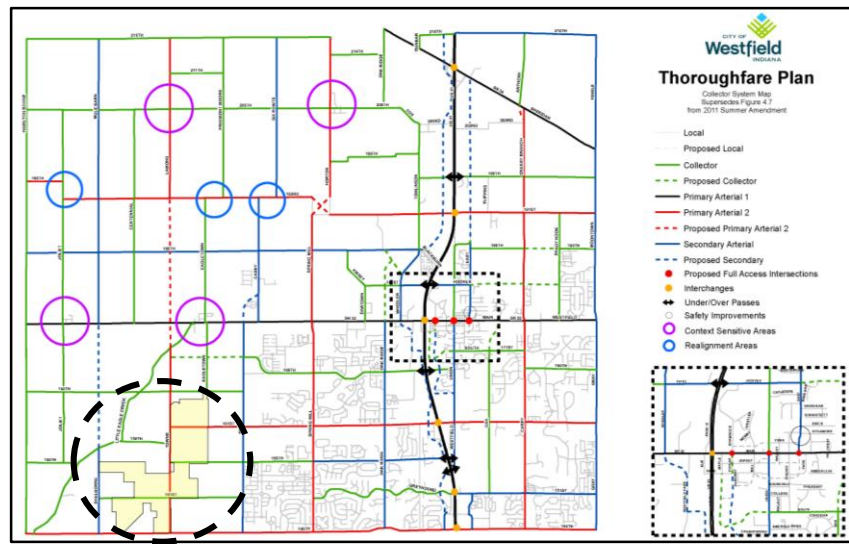


Figure 4 : Thoroughfare Plan

<sup>7</sup> Comprehensive Plan, page 47.

<sup>8</sup> Comprehensive Plan, page 37.

<sup>9</sup> Comprehensive Plan, page 11.

<sup>10</sup> Comprehensive Plan, page 17.

<sup>11</sup> Comprehensive Plan, page 19.

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**PLANNED UNIT DEVELOPMENT (PUD) DISTRICT REVIEW CRITERIA:**

In accordance with Article 5.6 of the Unified Development Ordinance:

**Purpose and Intent (Article 5.6(C)):** The PUD District is intended to:

- 1) Encourage flexibility and innovation in the development of land in order to promote its most appropriate use.
- 2) Improve the design, character and quality of new developments.
- 3) Encourage a harmonious and appropriate mix of uses.
- 4) Facilitate the adequate and economic provision of streets, utilities and municipal services.
- 5) Preserve the natural environmental and scenic features of the site.
- 6) Encourage and provide a mechanism for arranging improvements on sites so as to preserve desirable features.
- 7) Mitigate problems which may be presented by specific site conditions.

**Standard Criteria (Article 5.6(D)):** A PUD District shall comply with the provisions of the UDO. In addition, a proposed PUD District should include concepts and development and design standards that generally offer the following advantages over a standard Zoning District:

- 1) Address the policies included in the Comprehensive Plan specific to the neighborhood so as to encourage consistency with the community's vision as presented in the Comprehensive Plan.
- 2) Use design to provide compatibility between areas of different land uses and development intensities within the PUD District.
- 3) Buffer different types of land uses and development intensities outside of the PUD District from those within the PUD District so as to increase compatibility or minimize any adverse impact which new development may have on existing or zoned development.
- 4) Enhance the appearance of neighborhoods by conserving areas of natural beauty, and natural green spaces and provide enhance amenities and open space.
- 5) Promote and protect the environmental integrity of the site and its surroundings and provide suitable design responses to the specific environmental constraints of the site and surrounding area.
- 6) Promote architecture that complements the surroundings.
- 7) Counteract urban monotony and congestion on streets.

**Review Criteria (Article 5.6(J)):** In their consideration of a PUD District, the Department in its report to the Plan Commission, the Plan Commission in its recommendation, and the Council in its decision, shall consider as many of the following as may be relevant to the specific proposal:

- 1) The extent to which the proposed PUD District meets this Ordinance's purposes and intent of a PUD District, the Comprehensive Plan, and any other adopted planning policies, objectives or regulations of the jurisdiction.

- 2) The extent to which the proposed PUD District departs from the underlying Zoning District(s) and other regulations that are otherwise applicable to the subject property, including but not limited to, the density, dimension, bulk, use, required improvements, and construction and design standards and the reasons, which such departures are or are not deemed to be in the public interest.
- 3) The proposal will not be injurious to the public health, safety, and general welfare.
- 4) The physical design proposed by the PUD District and the extent to which it makes adequate provision for:
  - a) Public services;
  - b) Adequate control over vehicular traffic;
  - c) Protection of designated permanent Open Space; and
  - d) Furthering the amenities of light, air, recreation and visual appeal.
- 5) The relationship and compatibility of the proposed PUD District to the adjacent properties and neighborhood.
- 6) The desirability of the proposed PUD District in relation to the community's physical development, tax base and economic well-being.
- 7) The development proposed by the PUD District will not cause undue traffic congestion, and can be adequately served by existing or programmed public facilities and services or improvements that are proposed by the developer as a part of the project approval.
- 8) The development proposed by the PUD District preserves significant ecological, natural, historical, and architectural resources to the extent possible.

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## **PROCEDURAL**

**Public Hearing:** A change of zoning request is required to be considered at a public hearing by the Plan Commission. The public hearing for this petition is scheduled for the September 6, 2016, Plan Commission meeting. Notice of the public hearing was provided in accordance with Indiana law and the Plan Commission's Rules of Procedure.

**Statutory Considerations:** Indiana Code 36-7-4-603 states that in the consideration of zoning ordinance amendments and zone map changes that reasonable regard shall be paid to:

1. The Comprehensive Plan.
2. Current conditions and the character of current structures and uses.
3. The most desirable use for which the land is adapted.
4. The conservation of property values throughout the jurisdiction.
5. Responsible growth and development.

**Council Introduction:** The petition was introduced at the August 8, 2016, Council meeting.

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**DEPARTMENT COMMENTS**

1. **Action: Hold a public hearing at the September 6, 2016, Plan Commission meeting.**
2. The petitioner will make any necessary revisions to the proposal based on Plan Commission comments, public comments and any additional Department comments, prior to the Plan Commission's further consideration of this petition.
3. If any Plan Commission member has questions prior to the public hearing, then please contact Jesse Pohlman at (317) 402-4380 or [jpohlman@westfield.in.gov](mailto:jpohlman@westfield.in.gov).